George Kennan (1904–2005) was one of the first Cold Warriors. Diplomat, political advisor, historian, and political scientist, he demonstrated informed and sophisticated thinking in his analysis. Since in 1946 he saw the Soviet Union as inherently expansionistic, he advocated a policy of “Containment,” stopping the spread of Communism wherever it should arise. The Truman administration used his work for an increasingly confrontational policy with the Soviet Union. Yet, within a few years, Kennan held that his analysis was being misinterpreted and misused. He left the State Department in 1950, becoming a critical voice of American Cold War foreign policy.

861.00/2—2246: Telegram
The Charge in the Soviet Union (Kennan) to the Secretary of State
SECRET
Moscow, February 22, 1946—9 p.m. [Received February 22—3: 52 p.m.]
511. Answer to Dept's 284, Feb 3 [13] involves questions so intricate, so delicate, so strange to our form of thought, and so important to analysis of our international environment that I cannot compress answers into single brief message without yielding to what I feel would be dangerous degree of over-simplification. I hope, therefore, Dept will bear with me if I submit in answer to this question five parts, subjects of which will be roughly as follows:

(1) Basic features of post-war Soviet outlook.
(2) Background of this outlook.
(3) Its projection in practical policy on official level.
(4) Its projection on unofficial level.
(5) Practical deductions from standpoint of US policy.


The Long Telegram | 365
I apologize in advance for this burdening of telegraphic channel; but questions involved are of such urgent importance, particularly in view of recent events, that our answers to them, if they deserve attention at all, seem to me to deserve it at once. There follows.

Part 1: Basic Features of Post War Soviet Outlook, as Put Forward by Official Propaganda Machine

Are as follows:

(a) USSR still lives in antagonistic “capitalist encirclement” with which in the long run there can be no permanent peaceful coexistence. As stated by Stalin in 1927 to a delegation of American workers:

In course of further development of international revolution there will emerge two centers of world significance: a socialist center, drawing to itself the countries which tend toward socialism, and a capitalist center, drawing to itself the countries that incline toward capitalism. Battle between these two centers for command of world economy will decide fate of capitalism and of communism in entire world.

(b) Capitalist world is beset with internal conflicts, inherent in nature of capitalist society. These conflicts are insoluble by means of peaceful compromise. Greatest of them is that between England and US.

(c) Internal conflicts of capitalism inevitably generate wars. Wars thus generated may be of two kinds: intra-capitalist wars between two capitalist states, and wars of intervention against socialist world. Smart capitalists, vainly seeking escape from inner conflicts of capitalism, incline toward latter.

(d) Intervention against USSR, while it would be disastrous to those who undertook it, would cause renewed delay in progress of Soviet socialism and must therefore be forestalled at all costs.

(e) Conflicts between capitalist states, though likewise fraught with danger for USSR, nevertheless hold out great possibilities for advancement of socialist cause, particularly if USSR remains militarily powerful, ideologically monolithic and faithful to its present brilliant leadership.

(f) It must be borne in mind that capitalist world is not all bad. In addition to hopelessly reactionary and bourgeois elements, it includes (1) certain wholly enlightened and positive elements united in acceptable communistic parties and (2) certain other elements (now described for tactical reasons as progressive or democratic) whose reactions, aspirations and activities happen to be “objectively” favorable to interests of USSR. These last must be encouraged and utilized for Soviet purposes.
(g) Among negative elements of bourgeois-capitalist society, most dangerous of all are those whom Lenin called false friends of the people, namely moderate-socialist or social-democratic leaders (in other words, non-Communist left-wing). These are more dangerous than out-and-out reactionaries, for latter at least march under their true colors, whereas moderate left-wing leaders confuse people by employing devices of socialism to seize interests of reactionary capital.

So much for premises. To what deductions do they lead from standpoint of Soviet policy? To following:

(a) Everything must be done to advance relative strength of USSR as factor in international society. Conversely, no opportunity must be missed to reduce strength and influence, collectively as well as individually, of capitalist powers.

(b) Soviet efforts, and those of Russia's friends abroad, must be directed toward deepening and exploiting of differences and conflicts between capitalist powers. If these eventually deepen into an "imperialist" war, this war must be turned into revolutionary upheavals within the various capitalist countries.

(c) "Democratic-progressiv" elements abroad are to be utilized to maximum to bring pressure to bear on capitalist governments along lines agreeable to Soviet interests.

(d) Relentless battle must be waged against socialist and social-democratic leaders abroad.

Part 2: Background of Outlook

Before examining ramifications of this party line in practice there are certain aspects of it to which I wish to draw attention.

First, it does not represent natural outlook of Russian people. Latter are, by and large, friendly to outside world, eager for experience of it, eager to measure against it talents they are conscious of possessing, eager above all to live in peace and enjoy fruits of their own labor. Party line only represents thesis which official propaganda machine puts forward with great skill and persistence to a public often remarkably resistant in the stronghold of its innermost thoughts. But party line is binding for outlook and conduct of people who make up apparatus of power—party, secret police and Government—and it is exclusively with these that we have to deal.

Second, please note that premises on which this party line is based are for most part simply not true. Experience has shown that peaceful and mutually profitable coexistence of capitalist and socialist states is entirely possible. Basic internal conflicts in advanced countries are no longer primarily those arising out of capitalist ownership of means of production, but are ones arising from advanced urbanism and industrialism as such, which Russia has thus far been spared not by socialism but only by her own
backwardness. Internal rivalries of capitalism do not always generate wars; and not all wars are attributable to this cause. To speak of possibility of intervention against USSR today, after elimination of Germany and Japan and after example of recent war, is sheerest nonsense. If not provoked by forces of intolerance and subversion “capitalist” world of today is quite capable of living at peace with itself and with Russia. Finally, no sane person has reason to doubt sincerity of moderate socialist leaders in Western countries. Nor is it fair to deny success of their efforts to improve conditions for working population whenever, as in Scandinavia, they have been given chance to show what they could do.

Fakeness of those premises, every one of which predates recent war, was amply demonstrated by that conflict itself. Anglo-American differences did not turn out to be major differences of Western World. Capitalist countries, other than those of Axis, showed no disposition to solve their differences by joining in crusade against USSR. Instead of imperialist war turning into civil wars and revolution, USSR found itself obliged to fight side by side with capitalist powers for an avowed community of aim.

Nevertheless, all these theses, however baseless and disproven, are being boldly put forward again today. What does this indicate? It indicates that Soviet party line is not based on any objective analysis of situation beyond Russia’s borders; that it has, indeed, little to do with conditions outside of Russia; that it arises mainly from basic inner-Russian necessities which existed before recent war and exist today.

At bottom of Kremlin’s neurotic view of world affairs is traditional and instinctive Russian sense of insecurity. Originally, this was insecurity of a peaceful agricultural people trying to live on vast exposed plain in neighborhood of fierce nomadic peoples. To this was added, as Russia came into contact with economically advanced West, fear of more competent, more powerful, more highly organized societies in that area. But this latter type of insecurity was one which afflicted rather Russian rulers than Russian people; for Russian rulers have invariably sensed that their rule was relatively archaic in form fragile and artificial in its psychological foundation, unable to stand comparison or contact with political systems of Western countries. For this reason, they have always feared foreign penetration, feared direct contact between Western world and their own, feared what would happen if Russians learned truth about world outside or if foreigners learned truth about world within. And they have learned to seek security only in patient but deadly struggle for total destruction of rival power, never in compacts and compromises with it.

It was no coincidence that Marxism, which had smoldered ineffectively for half a century in Western Europe, caught hold and blazed for first time in Russia. Only in this land which had never known a friendly neighbor or indeed any tolerant equilibrium of separate powers, either internal or international, could a doctrine thrive which viewed economic conflicts of society as insoluble by peaceful means. After establishment of Bolshevik regime, Marxist dogma, rendered even more truculent and intolerant by Lenin, became a leitmotiv with which world was bombarded. Fierce outcries against “capitalist” world were for a while a threatening prelude, at least in the international atmosphere, to a possible war. And not without reason that all countries of the Western World found themselves in need of urgent defense. The dogma was bad in past and was even worse in future.

It is understandable, and in many respects almost necessary, that the present generation of Western leaders, reared in a world of past wars and peace and experiments with political dogmas, finds such a course of action irrational and revolting. But I believe that new generation is destined to be less of a “critical de group” than the generation that preceded it. It is not only that the present order is growing insidiously less just; it is growing less tolerable. We are no longer safe behind the illusion of the gas mask of past wars.

It is this generation that is a threat and is to be feared. Any hope that the present generation is hostile to one’s economic system; that the competition with戎 will be ineffective in the quest for future peace and prosperity; that they are more likely to be the sons of a great leader than his enemy. This is the generation that must be fought. This is the generation that must be educated and converted. This is the generation that must be won over. For the sake of peace and prosperity, this generation must be convinced that the world is ready for a new era of progress and cooperation. This is the generation that must be our primary focus.
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Lenin’s interpretation, became a perfect vehicle for sense of insecurity with which 

Bolsheviks, even more than previous Russian rulers, were afflicted. In this dogma, 

with its basic altruism of purpose, they found justification for their instinctive fear of 

outside world, for the dictatorship without which they did not know how to rule, for 

crudities they did not dare not to inflict, for sacrifice they felt bound to demand. In 

the name of Marxism they sacrificed every single ethical value in their methods and 

tactics. Today they cannot dispense with it. It is fig leaf of their moral and intellectual 

respectability. Without it they would stand before history, at best, as only the last of 

that long succession of cruel and wasteful Russian rulers who have relentlessly forced 

country on to ever new heights of military power in order to guarantee external security 

of their internally weak regimes. This is why Soviet purposes most always be solemnly 

clothed in trappings of Marxism, and why no one should underrate importance of 
dogma in Soviet affairs. Thus Soviet leaders are driven (by?) necessities of their own 

past and present position to put forward which [apparent omission] outside world as 
evil, hostile and menacing, but as bearing within itself germs of creeping disease and 
destined to be wrecked with growing internal convulsions until it is given final Coup 
de grace by rising power of socialism and yields to new and better world. This thesis 

provides justification for that increase of military and police power of Russian state, for 

that isolation of Russian population from outside world, and for that fluid and constant 

pressure to extend limits of Russian police power which are together the natural and 

instinctive urges of Russian rulers. Basically this is only the steady advance of uneasy 

Russian nationalism, a centuries old movement in which conceptions of offense and 
defense are inextricably confused. But in new guise of international Marxism, with its 
honed promises to a desperate and war torn outside world, it is more dangerous and 

insidious than ever before.

It should not be thought from above that Soviet party line is necessarily disingenuous 

and insincere on part of all those who put it forward. Many of them are too ignorant 
of outside world and mentally too dependent to question [apparent omission] self-
hypnotism, and who have no difficulty making themselves believe what they find it 

comforting and convenient to believe. Finally we have the unsolved mystery as to who, 

if anyone, in this great land actually receives accurate and unbiased information about 

outside world. In atmosphere of oriental secretiveness and conspiracy which pervades 

this Government, possibilities for distorting or poisoning sources and currents of 

information are infinite. The very disrespect of Russians for objective truth—indeed, 

their disbelief in its existence—leads them to view all stated facts as instruments for 

furtherance of one ulterior purpose or another. There is good reason to suspect that this 

Government is actually a conspiracy within a conspiracy; and if one is reluctant to 

believe that Stalin himself receives anything like an objective picture of outside world. 

Here there is ample scope for the type of subtle intrigue at which Russians are past 
masters. Inability of foreign governments to place their case squarely before Russian
policy makers—extent to which they are delivered up in their relations with Russia to good graces of obscure and unknown advisors whom they never see and cannot influence—this to my mind is most disquieting feature of diplomacy in Moscow, and one which Western statesmen would do well to keep in mind if they would understand nature of difficulties encountered here.

Part 3: Projection of Soviet Outlook in Practical Policy on Official Level

We have now seen nature and background of Soviet program. What may we expect by way of its practical implementation?

Soviet policy, as Department implies in its query under reference, is conducted on two planes: (1) official plane represented by actions undertaken officially in name of Soviet Government; and (2) subterranean plane of actions undertaken by agencies for which Soviet Government does not admit responsibility.

Policy promulgated on both planes will be calculated to serve basic policies (a) to (d) outlined in part 1. Actions taken on different planes will differ considerably, but will dovetail into each other in purpose, timing and effect.

On official plane we must look for following:

(a) Internal policy devoted to increasing in every way strength and prestige of Soviet state: intensive military-industrialization; maximum development of armed forces; great displays to impress outsiders; continued secretiveness about internal matters, designed to conceal weaknesses and to keep opponents in dark.

(b) Wherever it is considered timely and promising, efforts will be made to advance official limits of Soviet power. For the moment, these efforts are restricted to certain neighboring points coveted of here as being of immediate strategic necessity, such as Northern Iran, Turkey, possibly Bornholm. However, other points may come into question, if and as, concealed Soviet political power is extended to new areas. Thus a "friendly Persian Government might be asked to grant Russia a part on Persian Gulf. Should Spain fall under Communist control, question of Soviet base at Gibraltar Strait might be activated. But such claims will appear on official level only when unofficial preparation is complete.

(c) Russians will participate officially in international organizations where they see opportunity of extending Soviet power or of inhibiting or diluting power of others. Moscow sees in UNO not the mechanism for a permanent and stable world society founded on mutual interest and aims of all nations, but an arena in which aims just mentioned can be favorably pursued. As long as UNO is considered here to serve this purpose, Soviets will remain with it. But if at any time they come to conclusion that it is serving to embarrass or frustrate their aims for power expansion and if they see better prospects for pursuit of these aims along other lines, they will not hesitate to abandon the organization.

(d) Though the Soviet Union may have no aggressive desire to do so, there will be no abstinence with respect to growth of Soviet power to such point as greatly to weaken Western powers. If, for example, Spain falls under Communist control, immediately things would change in Middle East; bases would be needed there and perhaps in Africa.

(e) Russia will maintain close and frequently extensive ties with, or in the capitals of, the major powers of the world, so as to be aware in advance of their policies and plans. This is not yet clear. But I believe Soviet desirability of complete unity within sphere, or even within socialist sphere, includes London, Paris, and Berlin.

(f) In international relations, the Soviet Union has not yet clearly defined its sphere of interest. That, however, is not likely to be so in the future, and it may well be that the present desirability of sphere be interpreted in terms of actual manifest of closely stepped gestures, speeches and dignitaries that have been made to press for recognition.
with Russia and cannot conduct policies that would seriously damage the prestige of Soviet armed forces. We must not allow them to advance at the expense of others. We must also keep in mind that the Soviet Union has a long history of weakness and that it may at any time seek to enhance its position. We must be prepared to respond to such moves with a firm and decisive response.

(d) Toward colonial areas and backward or dependent peoples, Soviet policy, even on official plane, will be directed toward weakening of power and influence and contacts of advanced Western nations, on theory that in so far as this policy is successful, there will be created a vacuum which will favor Communist-Soviet penetration. Soviet pressure for participation in trusteeship arrangements thus represents, in my opinion, a desire to be in a position to complicate and inhibit exertion of Western influence at such points rather than to provide major channel for exertion of Soviet power. Latter motive is not lacking, but for this Soviets prefer to rely on other channels than official trusteeship arrangements. Thus we may expect to find Soviets asking for admission anywhere to trusteeship or similar arrangements and using levers thus acquired to weaken Western influence among such peoples.

(e) Russians will strive energetically to develop Soviet representation in, and official ties with, countries in which they sense strong possibilities of opposition to Western centers of power. This applies to such widely separated points as Germany, Argentina, Middle Eastern countries, etc.

(f) In international economic matters, Soviet policy will really be dominated by pursuit of autarchy for Soviet Union and Soviet-dominated adjacent areas taken together. That, however, will be underlying policy. As far as official line is concerned, position is not yet clear. Soviet Government has shown strange reticence since termination hostilities on subject foreign trade. If large scale long term credits should be forthcoming, I believe Soviet Government may eventually again do lip service, as it did in 1930’s to desirability of building up international economic exchanges in general. Otherwise I think it possible Soviet foreign trade may be restricted largely to Soviet’s own security sphere, including occupied areas in Germany, and that a cold official shoulder may be turned to principle of general economic collaboration among nations.

(g) With respect to cultural collaboration, lip service will likewise be rendered to desirability of deepening cultural contacts between peoples, but this will not in practice be interpreted in any way which could weaken security position of Soviet peoples. Actual manifestations of Soviet policy in this respect will be restricted to arid channels of closely shepherded official visits and functions, with superabundance of vodka and speeches and dearth of permanent effects.
(h) Beyond this, Soviet official relations will take what might be called "correct" course with individual foreign governments, with great stress being laid on prestige of Soviet Union and its representatives and with punctilious attention to protocol is distinct from good manners.

Part 4: Following May Be Said as to What We May Expect by Way of Implementation of Basic Soviet Policies on Unofficial, or Subterranean Plane, i.e. on Plane for Which Soviet Government Accepts no Responsibility

Agencies utilized for promulgation of policies on this plane are following:

1. Inner central core of Communist Parties in other countries. While many of persons who compose this category may also appear and act in unrelated public capacities, they are in reality working closely together as an underground operating directorate of world communism, a concealed Comintern tightly coordinated and directed by Moscow. It is important to remember that this inner core is actually working on underground lines, despite legality of parties with which it is associated.

2. Rank and file of Communist Parties. Note distinction is drawn between those and persons defined in paragraph 1. This distinction has become much sharper in recent years. Whereas formerly foreign Communist Parties represented a curious (and from Moscow's standpoint often inconvenient) mixture of conspiracy and legitimate activity, now the conspiratorial element has been neatly concentrated in inner circle and ordered underground, while rank and file—no longer even taken into confidence about realities of movement—are thrust forward as bona fide internal partisans of certain political tendencies within their respective countries, genuinely innocent of conspiratorial connection with foreign states. Only in certain countries where communists are numerically strong do they now regularly appear and act as a body. As a rule they are used to penetrate, to influence or dominate, as case may be, other organizations less likely to be suspected of being tools of Soviet Government, with a view to accomplishing their purposes through [apparent omission] organizations, rather than by direct action as a separate political party.

3. A wide variety of national associations or bodies which can be dominated or influenced by such penetration. These include: labor unions, youth leagues, women's organizations, racial societies, religious societies, social organizations, cultural groups, liberal magazines, publishing houses, etc.

4. International organizations which can be similarly penetrated through influence over various national components. Labor, youth and women's organizations are prominent among them. Particular, almost vital importance is attached in this connection to international labor movement. In this, Moscow sees possibility of sidetracking western governments in world affairs and building up international lobby capable of
compelling governments to take actions favorable to Soviet interests in various countries and of paralyzing actions disagreeable to USSR.

5. Russian Orthodox Church, with its foreign branches, and through it the Eastern Orthodox Church in general.

6. Pan-Slav movement and other movements (Azerbaijan, Armenian, Turcoman, etc.) based on racial groups within Soviet Union.

7. Governments or governing groups willing to lend themselves to Soviet purposes in one degree or another, such as present Bulgarian and Yugoslav Governments, North Persian regime, Chinese Communists, etc. Not only propaganda machines but actual policies of these regimes can be placed extensively at disposal of USSR.

It may be expected that component parts of this far-flung apparatus will be utilized in accordance with their individual suitability, as follows:

(a) To undermine general political and strategic potential of major western powers. Efforts will be made in such countries to disrupt national self-confidence, to hamstring measures of national defense, to increase social and industrial unrest, to stimulate all forms of disunity. All persons with grievances, whether economic or racial, will be urged to spelt redress not in mediation and compromise, but in defiant violent struggle for destruction of other elements of society. Here poor will be set against rich, black against white, young against old, newcomers against established residents, etc.

(b) On unofficial plane particularly violent efforts will be made to weaken power and influence of Western Powers of [on] colonial backward, or dependent peoples. On this level, no holds will be barred. Mistakes and weaknesses of western colonial administration will be mercilessly exposed and exploited. Liberal opinion in Western countries will be mobilized to weaken colonial policies. Resentment among dependent peoples will be stimulated. And while latter are being encouraged to seek independence of Western Powers, Soviet dominated puppet political machines will be undergoing preparation to take over domestic power in respective colonial areas when independence is achieved.

(c) Where individual governments stand in path of Soviet purposes pressure will be brought for their removal from office. This can happen where governments directly oppose Soviet foreign policy aims (Turkey, Iran), where they seal their territories off against Communist penetration (Switzerland, Portugal), or where they compete too strongly, like Labor Government in England, for moral domination among elements which it is important for Communists to dominate. (Sometimes, two of these elements are present in a single case. Then Communist opposition becomes particularly shrill and savage.[1])

(d) In foreign countries Communists will, as a rule, work toward destruction of all forms of personal independence, economic, political or moral. Their system can handle only individuals who have been brought into complete dependence on higher power. Thus, persons who are financially independent—such as individual businessmen,
estate owners, successful farmers, artisans and all those who exercise local leadership or have local prestige, such as popular local clergymen or political figures, are anathema. It is not by chance that even in USSR local officials are kept constantly on move from one job to another, to prevent their taking root.

(c) Everything possible will be done to set major Western Powers against each other. Anti-British talk will be plugged among Americans, anti-American talk among British. Continentals, including Germans, will be taught to abhor both Anglo-Saxon powers. Where suspicions exist, they will be fanned; where not, ignited. No effort will be spared to discredit and combat all efforts which threaten to lead to any sort of unity or cohesion among other [apparent omission] from which Russia might be excluded. Thus, all forms of international organization not amenable to Communist penetration and control, whether it be the Catholic [apparent omission] international economic concerns, or the international fraternity of royalty and aristocracy, must expect to find themselves under fire from many, and often [apparent omission].

(f) In general, all Soviet efforts on unofficial international plane will be negative and destructive in character, designed to tear down sources of strength beyond reach of Soviet control. This is only in line with basic Soviet instinct that there can be no compromise with rival power and that constructive work can start only when Communist power is dominating. But behind all this will be applied insistent, unceasing pressure for penetration and command of key positions in administration and especially in police apparatus of foreign countries. The Soviet regime is a police regime par excellence, reared in the dim half world of Tsarist police intrigue, accustomed to think primarily in terms of police power. This should never be lost sight of in gauging Soviet motives.

Part 5: [Practical Deductions from Standpoint of US Policy]

In summary, we have here a political force committed fanatically to the belief that with US there can be no permanent modus vivendi that it is desirable and necessary that the internal harmony of our society be disrupted, our traditional way of life be destroyed, the international authority of our state be broken, if Soviet power is to be secure. This political force has complete power of disposition over energies of one of world's greatest peoples and resources of world's richest national territory, and is borne along by deep and powerful currents of Russian nationalism. In addition, it has an elaborate and far flung apparatus for exertion of its influence in other countries, an apparatus of amazing flexibility and versatility, managed by people whose experience and skill in underground methods are presumably without parallel in history. Finally, it is seemingly inaccessible to considerations of reality in its basic reactions. For in the vast fund of objective fact about human society is not, as with us, the measure against which outlook is constantly being tested and re-formed, but a grab bag from
leadership or the anathema. A move from
one to the other, among British,
Saxon powers, or by a sort of unity,
fails to be exclusive. Instead, the
total economic expectation to find
will be negative. Beyond reach of
can be no common Communist
easing pressure, especially in pos-
the Western World as a whole, Soviets are still by far the weaker
force. Thus, their success will really depend on degree of cohesion, firmness and vigor
which Western World can muster. And this is factor which it is within our power to
influence.

3) Success of Soviet system, as form of internal power, is not yet finally proven. If has yet to be demonstrated that it can survive supreme test of successive transfer of power from one individual or group to another. Lenin’s death was first such transfer, and its effects wracked Soviet state for 15 years. After Stalin’s death or retirement will be second. But even this will not be final test. Soviet internal system will now be subjected, by virtue of recent territorial expansions, to series of additional strains which once proved severe tax on Tsardom. We are convinced that how long since termination of civil war have mass of Russian people been emotionally farther removed from doctrines of Communist Party than they are today. In Russia, party has now become a great and— for the moment— highly successful apparatus of dictatorial administration, but it has ceased to be a source of emotional inspiration. Thus, internal soundness and permanence of movement need not yet be regarded as assured.

4) All Soviet propaganda beyond Soviet security sphere is basically negative and destructive. It should therefore be relatively easy to combat it by any intelligent and really constructive program.

For those reasons I think we may approach calmly and with good heart problem of how to deal with Russia. As to how this approach should be made, I only wish to advance, by way of conclusion, following comments:
(1) Our first step must be to apprehend, and recognize for what it is, the nature of the movement with which we are dealing. We must study it with same courage, detachment, objectivity, and same determination not to be emotionally provoked or unseated by it, with which doctor studies unruly and unreasonable individual.

(2) We must see that our public is educated to realities of Russian situation. I cannot over-emphasize importance of this. Press cannot do this alone. It must be done mainly by Government, which is necessarily more experienced and better informed on practical problems involved. In this we need not be deterred by [ugliness?] of picture. I am convinced that there would be far less hysterical anti-Sovietism in our country today if realities of this situation were better understood by our people. There is nothing as dangerous or as terrifying as the unknown. It may also be argued that to reveal more information on our difficulties with Russia would reflect unfavorably on Russian-American relations. I feel that if there is any real risk here involved, it is one which we should have courage to face, and sooner the better. But I cannot see what we would be risking. Our stake in this country, even coming on heels of tremendous demonstrations of our friendship for Russian people, is remarkably small. We have no investments to guard, no actual trade to lose, virtually no citizens to protect, few cultural contacts to preserve. Our only stake lies in what we hope rather than what we have; and I am convinced we have better chance of realizing those hopes if our public is enlightened and if our dealings with Russians are placed entirely on realistic and matter-of-fact basis.

(3) Much depends on health and vigor of our own society. World communism is like malignant parasite which feeds only on diseased tissue. This is point at which domestic and foreign policies meets. Every courageous and incisive measure to solve internal problems of our own society, to improve self-confidence, discipline, morale and community spirit of our own people, is a diplomatic victory over Moscow worth a thousand diplomatic notes and joint communiqués. If we cannot abandon fatalism and indifference in face of deficiencies of our own society, Moscow will profit—Moscow cannot help profiting by them in its foreign policies.

(4) We must formulate and put forward for other nations a much more positive and constructive picture of sort of world we would like to see than we have put forward in past. It is not enough to urge people to develop political processes similar to our own. Many foreign peoples, in Europe at least, are tired and frightened by experiences of past, and are less interested in abstract freedom than in security. They are seeking guidance rather than responsibilities. We should be better able than Russians to give them this. And unless we do, Russians certainly will.

(5) Finally we must have courage and self-confidence to cling to our own methods and conceptions of human society. After all, the greatest danger that can befall us in coping with this problem of Soviet communism, is that we shall allow ourselves to become like those with whom we are coping.
A Report to the National Security Council—NSC 68

By Paul Nitze

For four decades Paul Nitze (1907–2004) was a chief architect of American policy towards the Soviet Union. In "NSC 68," 1950, he provided the rationale for dramatically expanding the American military. Seeing the Soviet Union as "fanatical," he argued that the United States had to meet what he deemed as a threat not just to the American government but "civilization itself."

Analyses

I. BACKGROUNDS OF THE PRESENT WORLD CRISIS

Within the past thirty-five years the world has experienced two global wars of tremendous violence. It has witnessed two revolutions—the Russian and the Chinese—of extreme scope and intensity. It has also seen the collapse of five empires—the Ottoman, the Austro-Hungarian, German, Italian and Japanese—and the drastic decline of two major imperial systems, the British and the French. During the span of one generation the international distribution of power has been fundamentally altered. For several centuries it had proved impossible for any one nation to gain such preponderant strength that a coalition of other nations could not in time face it with greater strength. The international scene was marked by recurring periods of violence and war, but a system of sovereign and independent states was maintained, over which no state was able to achieve hegemony.

Two complex sets of factors have now basically altered this historical distribution of power. First, the defeat of Germany and Japan and the decline of the British and

French Empires have interacted with the development of the United States and the Soviet Union in such a way that power has increasingly gravitated to these two centers. Second, the Soviet Union, unlike previous aspirants to hegemony, is animated by a new fanatic faith, antithetical to our own, and seeks to impose its absolute authority over the rest of the world. Conflict has, therefore, become endemic and is waged, on the part of the Soviet Union, by violent or non-violent methods in accordance with the dictates of expediency. With the development of increasingly terrifying weapons of mass destruction, every individual faces the ever-present possibility of annihilation should the conflict enter the phase of total war.

On the one hand, the people of the world yearn for relief from the anxiety arising from the risk of atomic war. On the other hand, any substantial further extension of the area under the domination of the Kremlin would raise the possibility that no coalition adequate to confront the Kremlin with greater strength could be assembled. It is in this context that this Republic and its citizens in the ascendancy of their strength stand in their deepest peril.

The issues that face us are momentous, involving the fulfillment or destruction not only of this Republic but of civilization itself. They are issues which will not await our deliberations. With conscience and resolution this Government and the people it represents must now take new and fateful decisions.

II. FUNDAMENTAL PURPOSE OF THE UNITED STATES

The fundamental purpose of the United States is laid down in the Preamble to the constitution: "...to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defence, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity." In essence, the fundamental purpose is to assure the integrity and vitality of our free society, which is founded upon the dignity and worth of the individual.

Three realities emerge as a consequence of this purpose: Our determination to maintain the essential elements of individual freedom, as set forth in the Constitution and Bill of Rights; our determination to create conditions under which our free and democratic system can live and prosper; and our determination to fight if necessary to defend our way of life, for which as in the Declaration of Independence, "with a firm reliance on the protection of Divine Providence, we mutually pledge to each other our lives, our Fortunes and our sacred Honor."

III. FUNDAMENTAL DESIGN OF THE KREMLIN

The fundamental design of those who control the Soviet Union and the international communist movement is to retain and solidify their absolute power, first in the Soviet
Union and second in the areas now under their control. In the minds of the Soviet leaders, however, achievement of this design requires the dynamic extension of their authority and the ultimate elimination of any effective opposition to their authority.

The design, therefore, calls for the complete subversion or forcible destruction of the machinery of government and structure of society in the countries of the non-Soviet world and their replacement by an apparatus and structure subservient to and controlled from the Kremlin. To that end Soviet efforts are now directed toward the domination of the Eurasian land mass. The United States, as the principal center of power in the non-Soviet world and the bulwark of opposition to Soviet expansion, is the principal enemy whose integrity and vitality must be subverted or destroyed by one means or another if the Kremlin is to achieve its fundamental design.